

Dual Credit in Indiana

Policy Barriers Identified by the CELL High School-to-College Transition Project



C E N T E R O F E X C E L L E N C E
I N L E A D E R S H I P O F L E A R N I N G

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Last Updated: July, 2009

High School–to–College Advisory Committee

A Policy Study of Advanced Placement, International Baccalaureate & Dual Credit Programs in Indiana

Dual Credit Subcommittee **Policy Barriers Identified** *Last Updated July, 2009*

Policy Issue: Equity, Student Recruitment and Eligibility

Policy Statement: High school students throughout Indiana should have access to and be encouraged to take college level classes regardless of school location, school size, demographics, or family income.

Summary of Policy Environment

- Indiana’s 1987 Postsecondary Enrollment Options Act (PSEO) encourages students to take dual credit classes in grades 11 and 12
- For dual credit students, PSEO states that colleges and universities should base admission decisions on “the standards ordinarily used to decide student enrollments.” Colleges and universities cannot refuse a student admission “solely because a student has not graduated from a secondary school.” (IC 21-43-4-10)
- 2005 revisions to PSEO encouraged more students to enroll in dual credit, by eliminating the requirement that students receive permission from the school corporation and other barriers.
- The Commission on Higher Education’s (CHE) 2005 Dual Credit Policy and the 2006 Double Up law (IC 21-43-5-9) require high schools students enrolling in a dual credit course to meet the same academic standards and prerequisites as other students.
- The College Preparation Curriculum Act (IC 20-30-10-4) mandates that all high schools offer at least two courses of Dual Credit for qualifying students.
- The Indiana Department of Education included in its Action Plan (released in April of 2009) a goal of at least 25% of all high school graduates receiving a score of 3, 4 or 5 on at least one AP exam, a 4 or higher on an IB exam, or receiving the equivalent of 3 semester hours of college credit during their high school years.

Policy Barriers at the State and Institutional Level

- Despite the College Preparation statute, approximately 15% of public and nonpublic accredited high schools do not provide at least two courses of Dual Credit, according to data collected by the Concurrent Enrollment Partnership (CEP). In particular, the CEP identified clusters of high schools that do not offer dual credit in Gary and Indianapolis, as well as small nonpublic schools and newly established charter schools.
- Some high schools and colleges may be applying additional restrictive criteria for high school students to enroll in dual credit classes, and thus may not be complying with the spirit of the PSEO.
- There is inconsistent public reporting on dual credit which is limiting understanding of the prevalence and practice. Unlike Advanced Placement and International Baccalaureate, there is no requirement for school corporations to publish dual credit information in their Annual Performance Reports. The PSEO requires school corporations to report annually to the Indiana Department of Education (IDOE) “a list of students” enrolled in its postsecondary enrollment

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program and the courses that each successfully completes (IC 21-43-4-16 and 511 IAC 6-10-5). IDOE has not had a reporting mechanism for this information. Starting in school year 2008-09 school corporations began to identify on the student membership form DOE-ME whether a student is enrolled in either a postsecondary enrollment or double up program. There is still no reporting mechanism to IDOE for courses enrolled in or college credits earned. IDOE does, however, collect enrollment numbers in dual credit courses taught by certified high school teachers on form DOE-CP. However many schools utilize high school course titles instead of the “College Credit” titles when an equivalent high school title exists. Public colleges and universities report student-level data to CHE on the number of credit hours in which high school students are enrolled in college courses. However there have been reporting inconsistencies and no ability to distinguish between courses taken for dual credit or solely for college credit.

- Currently there is little systemic understanding of the prevalence and practices of both in-state and out-of-state providers of dual credit through distance education. At least four in-state providers (Vincennes University’s Project Link, Indiana University High School (IUHS), Purdue University’s Continuing Education Program through IUHS, and IUPUI’s Computer and Information Technology (CIT) Department), market distance education undergraduate courses taught by campus professors to high school students. Distance education high school courses offered by Ball State’s Indiana Academy for Science, Mathematics and Humanities also include many available for dual credit. Many universities have robust distance education offerings for undergraduate students, many of which are available to high school students as well.
- At the moment, the National Association of Concurrent Education Partnerships (NACEP) does not accredit distance education programs. The issue has been discussed by the NACEP board, which will likely develop a set of guidelines or statements in the near future.
- In practice, many Early College High Schools encourage 9th and 10th grade students to take some college courses, often study skills courses designed to expose students to the college experience. Likewise, Project Lead the Way also features two classes typically taken in 9th and 10th grade for which students can receive college credit. As the PSEO and Double Up provisions governing dual credit apply to students in grades 11 and 12, it is unclear under what circumstances 9th and 10th grade students are eligible to earn dual credit. While the PSEO specifies that “the Postsecondary Education Program is established for students in grades 11 and 12” (IC 21-43-4-3), the law broadly “does not prohibit” students from enrolling in postsecondary courses (IC 21-43-4-2). The State Board of Education’s Postsecondary Enrollment Program regulations state that a school corporation may “establish procedures to permit students, including students in grades below grade 11, to enroll in and attend courses at eligible institutions during the regular school day or regular school year” (511 IAC 6-10-4(c)(2)). The Commission on Higher Education and Indiana Department of Education’s “Dual Credit in Indiana Q & A (Version 3.0)” states that “at a high school principal’s discretion, students younger than 11th grade may earn dual credits under the Postsecondary Enrollment Program.”

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Policy Issue: Costs

Policy Statement: Costs should be shared by school corporations, higher education institutions and the State of Indiana in a way that promotes participation and provides adequate funding for quality programs and professional development.

Summary of Policy Environment

- The cost of college tuition and textbooks for many dual credit courses in Indiana is borne by students and their families, with no state financial aid available to assist them.
- For high school students taking dual credit courses, school corporations maintain Average Daily Membership (ADM) funding.
- Public colleges and universities are eligible to receive \$3,500 annually in Enrollment Change funding for each increase in Full Time Equivalency (FTE) students (30 credit hours), subject to state appropriations. For FY08, the General Assembly appropriate only 50% of Enrollment Change funds, returning to 100% in FY09. Both stable and growing campuses can count dual credit students towards their enrollment counts for these funds, though not all do, which are calculated each budget biennium based on a four year rolling average. The Commission is phasing out Enrollment Change funding in lieu of Successfully Completed Credit Hours, which is expected to be revenue neutral during the four year phase-in period.
- In Double Up partnerships where dual credit classes are offered on high school campuses, public colleges and universities must waive tuition for students who are:
 - “(1) eligible for free or reduced lunch in high school;
 - (2) accepted into the double up for college program; and
 - (3) accepted for admission into the state educational institution.” (IC 21-14-8-1)
- High schools are responsible for certifying to the higher education institution that a student is eligible for free or reduced price lunch.
- The Double Up law does not apply to private colleges and universities; thus these schools are not required to provide tuition waivers for students from low income families although many do.
- Ivy Tech is allowed to pass on the cost of the Double Up tuition waivers for a student who is eligible for free and reduced priced lunch to the student’s school corporation. (IC 21-43-6-6)
- Ivy Tech offers free tuition for all students taking concurrent enrollment courses taught by high school teachers. Starting 2009-10, Vincennes will offer free tuition for all career and technical concurrent enrollment courses taught by high school teachers.
- School corporations can adopt college textbooks for dual credit courses, enabling them to purchase the books and rent them to students, and also receive state funding for textbooks for students receiving free and reduced lunches. No additional state approval or forms are necessary.
- The Indiana Concurrent Enrollment Partnership (CEP), established by HB 1246 in 2008 completed a fiscal analysis and made recommendations regarding making “two dual enrollment courses available without tuition and fees or at reduced tuition and fees to students in grades 11 and 12.” A final report from the CEP is expected in August, 2009.

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Policy Issue: Costs (continued)

Summary of Policy Environment (continued)

- School corporations receive \$900 per student for successful completion of a Core 40 with Academic Honors Diploma (IC 20-43-10-2). Honors Diploma Awards may be used for “any:
 - (A) staff training;
 - (B) program development;
 - (C) equipment and supply expenditures; or
 - (D) other expenses;directly related to the school corporation's academic honors diploma program; and
 - (2) the school corporation's program for high ability students.”

Policy Barriers at the State and Institutional Level

- The new requirements for earning a Core 40 with Academic Honors diploma require students to complete advanced classes or earn high scores on college entrance exams. These options all have tuition or exam fees, as the cost of tuition to earn college credit for most dual credit courses and many AP and IB exam fees are passed onto students. Some stakeholders perceive this as inconsistent with Article 8 of the Indiana Constitution, which establishes the system of Common Schools “wherein tuition shall be without charge.” In *Nagy vs. Evansville-Vanderburgh School Corporation* (2006), the Indiana Supreme Court concluded that a mandatory student services fee was unconstitutional, though it concluded that the legislature can define “what qualifies for funding at public expense.”
- The Double Up tuition waiver for free and reduced price lunch eligible students is available only for a student who is “accepted for admission into the state educational institution.” (IC 21-14-8-1(3)) Two different interpretations for this qualification include (1) admission for dual credit enrollment; and (2) admission as a matriculating student. Despite the different interpretations, the public university and college programs that credential high school teachers to offer dual credit classes all appear to provide waivers for students eligible for free and reduced price lunch who are enrolled in their programs.
- Most *on-campus* enrollment programs for high school students at public universities and colleges do not provide tuition waivers for students eligible for free and reduced price lunch.
- State financial aid programs offered by the State Student Assistance Commission of Indiana (SSACI), such as the Frank O’Bannon Higher Education Grant and the Twenty-first Century Scholars Program, require students to complete a high school diploma prior to receiving financial assistance for higher education and be enrolled in college full-time. Federal financial aid programs have similar requirements. SSACI also administers a Part-Time Grant program, which provides lump-sum awards for colleges to distribute to part-time students using a need-based formula. This program similarly is not available to high school students.

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Policy Issue: Costs (continued)

Policy Barriers at the State and Institutional Level (continued)

- The differing costs of dual credit classes offered by higher education institutions influences some school administrators and students to select a particular institution based on costs, rather than course offerings and content.
- The cost of college textbooks is often higher than that of traditional high school textbooks, and is typically borne by students and their families. The college textbook replacement cycle is frequent instead of the average of 7 years in high schools, making leasing arrangements less viable. The costs to families, even when books are leased from the school corporation, can be quite high.
- Many school corporations use their Honors Diploma Awards to offset the cost of High Ability Program teacher salaries; these funds are usually not provided exclusively for staff training, professional development, and equipment and supplies. Very few schools use these funds to defer the tuition and textbook costs that students incur when taking dual credit courses.

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Dual Credit Subcommittee **Policy Barriers Identified** *Last Updated July, 2009*

Policy Issue: Professional Development and Teacher Credentials

Policy Statement: Teacher credentialing, oversight, and supports should ensure that the rigor of college-level instruction in high schools is equivalent to that on campus.

Summary of Policy Environment

- CHE's Dual Credit Policy requires high school teachers of dual credit classes through public colleges and universities to: "have credentials consistent with credentials required by on-campus faculty," and states that "final approval [of instructors] rests with the academic unit on campus." It requires college academic units to monitor dual credit classes, including conducting class visits. Academic units must also offer professional development opportunities for participating high school teachers. The Double Up law has a similar provision, allowing public colleges and universities to "set the criteria for a faculty member, an instructor, or other individual responsible for teaching a course with the (A) state educational institution responsible for hiring the personnel to instruct dual credit courses" (IC 21-43-5-4).
- CHE's Dual Credit Policy and the Double Up law (IC 21-43-5-13) require public colleges and universities offering dual credit taught by high school teachers to obtain accreditation from the National Alliance of Concurrent Enrollment Partnerships (NACEP). NACEP's Faculty Standards state that:
 - (F1) Instructors teaching college or university courses through the CEP meet the academic requirements for faculty and instructors teaching in post-secondary institutions as stipulated by the respective academic departments.
 - (F2) The post secondary institution provide high school instructors with training and orientation in course curriculum, assessment criteria, course philosophy, and CEP administrative requirements before certifying the instructors to teach the college/university's courses.
 - (F3) Instructors teaching the CEP sections are part of a continuing collegial interaction, through annual professional development, required seminars, site visits, and ongoing communication with the post-secondary institutions' faculty and CEP administration. This interaction addresses issues such as course content, course delivery, assessment, evaluation, and professional development in the field of study.
- For college faculty who teach on-site at a high school, U.S. Department of Education guidance states that a teacher of a dual credit class must meet highly qualified teacher requirements if directly employed by a school corporation. If a school corporation contracts teaching services from a college or university, or pays tuition for students to attend regular courses offered by the college or university, faculty members are not employees of the school corporation and thus not subject to highly qualified teacher requirements. This practice is common in Early College High Schools. Similarly, Ivy Tech often hires out community college instructors to high schools.

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Policy Issue: Professional Development and Teacher Credentials (continued)

Summary of Policy Environment (continued)

- Some higher education partners provide financial incentives for high school faculty teaching dual credit classes, such as a stipend for teaching dual credit classes or funding for professional development. For example, high school teachers in Vincennes University's Project EXCEL receive a stipend based on the number of students taking the class for credit. Indiana University – Bloomington provides scholarship funds to existing teachers in its concurrent enrollment program (ACP) of up to three courses. These scholarships are also offered to promising new teaching applicants who are a few courses short in their field of expertise.
- Dual credit teachers are often recruited from the same pool of experienced teachers as Advanced Placement (AP) and International Baccalaureate (IB) programs, neither of which have credentialing requirements. IB requires that teachers attend approved professional development, while AP has no professional development requirements.

Barriers at the State and Institutional Level

- There is confusion among some higher education institutions and school corporations regarding teacher credentialing, with some believing that the law or accreditation standards require a high school teacher to complete 18 credit hours of graduate-level subject matter content. This is not true. A small number of programs in Indiana have flexible credentialing criteria with multiple options.
- To maintain institutional accreditation through North Central Association Commission on Accreditation and School Improvement (NCACASI) and to ensure that four-year universities will accept credit earned by students on their campuses, Ivy Tech and Vincennes University emphasize 18 credit hours of post-baccalaureate subject matter content for college faculty, although both provide alternative means for faculty to demonstrate competency. Demonstrating competency for vocational and technology classes at these institutions is comparatively easy, because they are typically taught by individuals with professional licenses in their fields. As these institutions take on an increasing role in providing basic general education courses, campus faculty and high school teachers seeking credentials to offer general education courses are encountering difficulties in demonstrating competency through alternate means.
- The varied credentialing standards among higher education institutions and their ability to decide whether a teacher can teach a dual credit course influences some school administrators to select a particular institution based on the school's ability to get a high school teacher credentialed, rather than on course offerings and content.
- Many school corporations report a lack of teachers who meet the credentialing standards for dual credit courses set by postsecondary institutions.

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Policy Issue: Professional Development and Teacher Credentials (continued)

Policy Barriers at the State and Institutional Level (continued)

- Many existing dual credit teachers obtained state teaching licenses at a time when there was a requirement for a Master's degree. Starting in the 1980s, Indiana has provided teachers with the option to obtain license renewals based on continuing professional development, which may result in fewer teachers obtaining advanced degrees. Many concurrent enrollment programs report difficulty in finding high school teachers with sufficient advanced degrees and subject area coursework to teach dual credit classes.
- Few graduate programs offer subject content courses at night, on weekends, or over the summer when teachers are free to take classes.

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Policy Issue: Program and Curriculum Development

Policy Statement: College-level classes taught in high school should be equivalent to college courses on campus.

Summary of Policy Environment

- The Commission on Higher Education’s (CHE) Dual Credit Policy applies to public colleges and universities offering dual credit courses taught by high school teachers. It requires these dual credit courses to have equivalent syllabi and the same expected student learning outcomes as the same courses taught on the college campus. Requirements include “equivalent textbooks, class assignments, laboratory equipment, and examinations.” (CHE Dual Credit Policy 1(b))
- CHE’s Dual Credit Policy and the Double Up law (IC 21-43-5-13) require public colleges and universities offering dual credit taught by high school teachers to obtain accreditation from the National Alliance of Concurrent Enrollment Partnerships (NACEP) prior to the Fall 2008 semester. NACEP’s Standards related to Curriculum and Assessment include:
 - (C1) College or university courses administered through a CEP [Concurrent Enrollment Program] are catalogued courses and approved through the regular course approval process of the college or university. These courses have the same departmental designation, number, title, and credits; additionally these courses adhere to the same course description.
 - (C2) College or university courses administered through a CEP are recorded on students’ official academic record of the college or university.
 - (C3) College or university courses administered through CEPs reflect the pedagogical, theoretical and philosophical orientation of the colleges and universities sponsoring faculty and/or academic department.
 - (A1) CEP students are held to the same standards of achievement as those expected of students in on-campus sections.
 - (A2) Every section of a course offered through a CEP is annually reviewed by faculty from that discipline and CEP staff to assure that grading standards meet or exceed those in on-campus sections.
 - (A3) CEP students are assessed using the same methods (e.g. papers, portfolios, quizzes, labs, etc.) as their on-campus counterparts
- One option for advanced coursework to achieve Core 40 with Academic Honors Diplomas is for students to pass courses “resulting in six transferable college credits” (511 IAC 6-7.1-6.f). One option for students to fulfill the requirements for a Core 40 with Technical Honors Diploma, is to complete dual credit courses in a technical area, earning six college credits.

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Policy Issue: Program and Curriculum Development (continued)
Summary of Policy Environment (continued)

- In 2005 the State Board of Education adopted eight high school course titles and descriptions for schools to use when students enroll in dual-credit college classes, which match up with most college classes. Classes are noted as “Advanced [Subject], College Credit” in the following subjects: Business, Career & Technical Education, English/Language Arts, Fine Arts, Mathematics, Science, Social Sciences, and World Language.
- The Advancing Academic Excellence (AAE) initiative, directed by the Indiana Student Achievement Institute (InSAI) as an intermediary for Lumina Foundation for Education, has been working with 35 high schools to increase the percentage of students who earn college credit and/or advanced college standing while in high school through credit by examination, performance, transfer or experience.
- The Indiana Early College High School Network, a partnership between the Governor’s Office and CELL at the University of Indianapolis, is working with school corporations, regional initiatives, charter schools, and postsecondary institutions to create high schools that bridge the high school and college experience by creating blended dual credit curricula.
- The Indiana Concurrent Enrollment Partnership was established by House Bill 1246 in 2008 to “develop a plan to expand the dual enrollment program to every high school in Indiana as required under IC 20-30-10-4 by the 2010-2011 school year.”
- Recent efforts to increase the rigor of secondary education have encouraged advanced course taking in the middle school (such as foreign language and Algebra) that will result in more students being prepared for dual credit classes in high school. Combined Junior/Senior high schools, long common in small rural districts, are becoming more popular in larger urban districts to encourage this type of vertical alignment of curriculum.
- The Commission on Higher Education and Indiana Department of Education’s “Dual Credit in Indiana Q & A (Version 3.0)” states that colleges and universities that are not yet NACEP accredited “are permitted to offer dual credit courses in Indiana high schools, as long as they are actively pursuing NACEP accreditation.” As of summer 2009, only four universities in Indiana have received NACEP accreditation: Indiana University at Bloomington; Indiana University South Bend; University of Southern Indiana; and Vincennes University. Four additional Indiana higher education institutions have submitted applications and are undergoing accreditation review. At least two public universities that currently operate concurrent education programs have not yet applied for accreditation.

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Policy Issue: Program and Curriculum Development (continued)
Policy Barriers at the State and Institutional Level

- The lack of legislative clarity over the terms dual credit, dual enrollment, concurrent enrollment, postsecondary enrollment, and early college has led to confusion over which statutes and policies apply to each type of program.
- There is confusion among school corporations regarding which types of programs offered by higher education partners are covered under the Double Up law, particularly classes taught by college faculty offered on the college campus and via distance education. The Double Up law applies to programs “offered by the state educational institutions in secondary school locations” (IC 21-43-5-2) but the courses may be offered through:
 - “(1) onsite instruction;
 - (2) telecommunication; or
 - (3) a combination of methods described in subdivisions (1) and (2);at on-campus or off-campus sites.”
- NACEP does not publish lists of applicants for accreditation, so it is not yet clear which public institutions are undergoing accreditation reviews this year.
- The “Guidelines for NACEP Accreditation Application and Procedures” state that: “Institutions offering CEP programs for at least five years are eligible to apply for accreditation.” This restriction could hinder the development of new programs, as they can’t be accredited until they exist for five years, yet CHE’s policy and the Double Up law would restrict them from offering dual credit courses taught by high school teachers unless accredited. In practice, NACEP has accepted accreditation applications and reviewed programs that are under five years old; however it will not award accreditation until data from the fifth year survey are complete.
- Geographical remoteness and high transportation costs limit the number of rural schools that can send students onto college campuses. Small schools with small staffs are less likely to have teachers in each subject with the education necessary to obtain college teaching credentials.
- There is a perceived lack of consistency nationally among distance education programs that award dual credit, as well as a “standards void” since NACEP does not currently accredit distance education programs. Indiana University High School is accredited by the Commission on International and Trans-Regional Accreditation, which has specialized distance education standards although these do not specifically address dual credit matters.
- As high school instruction continues to innovate, while college often remains dependent on lecture and other traditional methods, some innovative high school instructors may find it difficult to adhere to the same syllabi used on college campuses.
- The State Board of Education’s Postsecondary Enrollment Program regulations (511 IAC 6-10) were written in 1988 and do not reflect recent legislative and CHE developments.
- Some high schools provide additional GPA weights for Advanced Placement and International Baccalaureate courses, but not dual credit courses.

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Policy Issue: College Credit Transferability

Policy Statement: Students who successfully complete college-level course work during high school should earn transferable college credit to meet general education and/or degree-specific requirements.

Summary of Policy Environment

- The CHE Dual Credit Policy states that dual credit courses taught by high school faculty shall: “transfer to the other public postsecondary institutions in the state, in the same way as the on-campus course.”
- Indiana’s Postsecondary Enrollment Options Act (PSEO) requires colleges and universities to award credit for courses passed through dual credit to students who later enroll in the same institution (IC 21-43-4-15).
- The Double Up law requires public colleges and universities to accept credit for all classes awarded through dual credit that are “(1) in the core transfer library; or (2) subject to an articulation agreement” (IC 21-43-5-12) regardless of which postsecondary partner issued the credit. If a student matriculates at the same college or university from which they earned the dual credit, the college is required to award “credit toward meeting the degree requirements” (IC 21-43-5-12).
- Legislation passed in 2008 (H.B. 1246) requires high schools to include dual credit courses from the Core Transfer Library on students’ high school transcripts (IC 20-33-2-13(5)). NACEP Standards and CHE’s Dual Credit Policy require public colleges and universities to record credit earned through dual credit on college transcripts. Generally, higher education institutions will only accept dual credit transfer if it is listed on a college transcript.
- The new Indiana E-Transcript initiative could ease the burden of students trying to receive college credit for dual credit classes by establishing consistent means of reporting credits earned.
- One of the options for advanced coursework in order to achieve Core 40 with Academic Honors Diplomas is for students to pass dual credit courses “resulting in six transferable college credits” (511 IAC 6-7.1-6.f).
- Courses offered through the Double Up program must be listed in the Core Transfer Library or on articulation agreements that apply to any campus of either Ivy Tech Community College or Vincennes University. (IC 21-43-5-6)
- NACEP accreditation may help project an image of quality that will result in more colleges and universities, in and out of Indiana, accepting dual credit.

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Policy Issue: College Credit Transferability

Policy Barriers at the State and Institutional Level

- For many colleges, department chairs have considerable influence over which courses will be accepted. This influence can lead to inconsistency in treatment across differing universities. Sometimes credits earned through dual credit are awarded only elective credit rather than credit towards degree requirements. Some universities do not provide any credit for courses taken through dual credit.
- Admissions officers are not always fully informed on the proper treatment of dual credit.
- Some students and parents perceive enrolling in a dual credit class as a guarantee of acceptance into the relevant college or university.
- High school transcripts that indicate a student passed a dual credit class do not always reflect whether the student actually earned the dual credit from the higher education institution.